

DEPARTMENT OF DEFENSE

Department of the Navy

Record of Decision (ROD) on the Environmental Impact Statement
(EIS) for Multiple Projects in Support of Marine Barracks
Washington, DC

AGENCY: Department of the Navy (DON), U.S. Marine Corps

ACTION: Record of Decision

SUMMARY: The Department of the Navy (DON), after carefully considering the environmental consequences of the proposed action and alternatives analyzed in a November 2017 Final EIS, announces its decision to implement repair, renovation, and construction projects at Marine Barracks Washington (MBW), District of Columbia (DC) anticipated to occur within an approximately 5-year planning horizon. The DON has selected the Preferred Alternative (Alternative 5 - Site E) from the Final EIS, which provides for the construction of a replacement BEQ Complex at the MBW Annex site totaling approximately 191,405 square feet (SF) and ranging in height from 7-10 stories depending on the massing option chosen during the design phase. Alternative 5 also includes renovation and improvement projects to Building 7 at the Main Post; improvements to the MBW Annex gate at 7th and K Streets; and improvements to building facades, fencing, infrastructure, pedestrian amenities, and landscaping throughout the installation.

This ROD documents why the DON has chosen to implement the Preferred Alternative as described in the 2017 Final EIS. This

decision adopts all of the measures identified in the Final EIS, as well as the Programmatic Agreement (PA) developed in consultation with the DC State Historic Preservation Office (SHPO), National Capital Planning Commission (NCPC), National Park Service (NPS), Advisory Council on Historic Preservation (ACHP), Advisory Neighborhood Commission (ANC) 6B, and Capitol Hill Restoration Society (CHRS) during the EIS process to avoid or minimize potential adverse cultural resources impacts from the Preferred Alternative. The ROD also includes descriptions and discussions of the anticipated environmental impacts of the Proposed Action.

FOR FURTHER INFORMATION CONTACT: MBW EIS Project Manager: Ms. Julie Darsie, 1314 Harwood Street SE, Building 212, Washington Navy Yard, DC 20374-5018, (202) 685-1754.

SUPPLEMENTARY INFORMATION: Pursuant to Section 102(2)(c) of the National Environmental Policy Act of 1969, 42 United States Code (U.S.C.) § 4332(2)(c), as implemented by the Council on Environmental Quality (CEQ) Regulations at 40 Code of Federal Regulations (C.F.R.) Parts 1500-1508; DON NEPA regulations (32 C.F.R. Part 775); and the US Marine Corps Environmental Compliance and Protection Manual (Marine Corps Order P5090.2A, Change 3), the DON announces its decision to implement repair, renovation, and construction projects at MBW as described in Alternative 5 of the Final EIS.

In addition to NEPA and other environmental laws, the DON considered applicable executive orders (EO), including the requirements of EO 12898, *Federal Actions to Address Environmental Justice in Minority Populations and Low Income Populations*; EO 13045, *Environmental Health Risk and Safety Risks to Children*; EO 13693, *Planning for Federal Sustainability in the Next Decade*; and EO 11988, *Floodplain Management*.

PURPOSE AND NEED: The purpose of the Proposed Action is to address facility deficiencies to better support Marine Corps units assigned to MBW. The existing BEQ (Building 20) has multiple deficiencies relating to Anti-Terrorism and Force Protection (AT/FP) requirements, Quality of Life (QOL), efficiency, sustainability, life safety, and energy efficiency standards. The existing BEQ cannot be renovated or redesigned to meet current standards.

To comply with current standards and continue to meet MBW mission requirements, the Marine Corps needs to construct a replacement BEQ near the MBW Main Post. No existing MBW property can accommodate the entire replacement BEQ requirement (BEQ, support facilities, and parking) at a single site. Below-grade parking at the Building 20 site could be retained to meet parking needs associated with the replacement BEQ Complex.

Building 7 interior renovations are required to improve space utilization, meet life safety standards, improve attainment of sustainability goals, and address certain AT/FP shortfalls (limited to measures such as installation of AT/FP compliant windows and doors since Building 7 has reduced AT/FP requirements due to it being a low occupancy building).

The following projects are required to foster MBW integration with the community consistent with current Department of Defense (DOD) Unified Facilities Criteria (UFC) guidance:

- Improve the MBW Annex gate at 7th and K Streets SE to provide a "sense of arrival" for both installation personnel and visitors.
- Make subtle improvements (e.g., signs, door awnings, lighting, and landscaping) so that all building exteriors present a more attractive, less utilitarian appearance to the surrounding neighborhood.

- Incorporate pedestrian-friendly amenities (e.g., pedestrian paths, signage systems, seating, lighting, and landscaping) into MBW properties that are safe and appropriately sized to their surroundings.

PUBLIC INVOLVEMENT: In accordance with NEPA and CEQ regulations, the Marine Corps initiated a public and agency scoping process to assist in determining the range of issues to be addressed in the EIS. A Notice of Intent (NOI) published in the *Federal Register* on 6 September 2013 (Volume 78, No. 173, pp 54873) initiated a 30-day public scoping period. Concurrent with the publication of the NOI in the *Federal Register*, an announcement of the NOI publication and information about the public scoping meeting were published in *The Washington Post* (6 and 17 September 2013) and *The Washington Business Journal* (6 and 20 September 2013). A public scoping meeting was held on 24 September 2013. The initial 30-day public scoping period was scheduled to close on 7 October 2013; however, due to the partial federal government shutdown that occurred from 1 October 2013 to 16 October 2013, the public comment period was extended to allow ample time for comments to be received. The public comment period closed on 25 October 2013. Written comments were received from 22 agencies and individuals. The range of issues analyzed in the EIS was determined from the initial Marine Corps evaluation of the action alternatives, comments received during the public scoping process, and the National Historic Preservation Act (NHPA) Section 106 process.

A Notice of Availability (NOA)/Notice of Public Meeting published in the *Federal Register* on 10 April 2015 (Volume 80, No. 69, pp 19316) initiated a 45-day Draft EIS public review period. Additional notice was provided via advertisements in *The Washington Post* and *The Washington Business Journal* on 10 April and 20 April 2015, and notifications were sent to federal, state, local representatives and governmental agencies, non-governmental

organizations, and individuals via a letter sent on 9 April 2015 and emails sent on 10 April and 26 May 2015. A public meeting to solicit comments on the Draft EIS was held on 22 April 2015 and the public review period concluded on 26 May 2015. Written comments were received from 18 agencies and individuals.

A NOA published in the *Federal Register* on 1 December 2017 (Volume 82, No. 230, pp 56972) initiated a 30-day Final EIS wait period. Additional notice was provided via advertisements in *The Washington Post* and *The Washington Business Journal* on 1 December 2017, and notification was sent to federal, state, local representatives and governmental agencies, non-governmental organizations, and individuals in November 2017. The U.S. Environmental Protection Agency submitted a letter on 20 December 2017 stating it had no objections to the project. No other comments were received. The 30-day wait period concluded on 2 January 2018.

ALTERNATIVES CONSIDERED: The Final EIS evaluated five action alternatives and a No Action alternative. Projects analyzed in the Final EIS and common to all five alternatives include:

- Replacement BEQ Complex: This includes 1) securing a site either by acquiring land, establishing a tenant site on federal or DOD property, or selecting a site on MBW property to accommodate a portion of the replacement BEQ requirement (BEQ and support facilities) and 2) constructing an approximately 191,405 SF BEQ Complex (including supporting facilities) to replace Building 20. The proposed replacement BEQ Complex would be constructed to accommodate 125 standard Marine Corps 2+0 berthing rooms, which would provide a 250-bed sleeping capacity. In addition, the replacement BEQ Complex would accommodate the following supporting uses: music training, enlisted dining facility, company administration space, classroom training space, fitness facility, and armory.

- Main Post renovation projects (Building 7).
- Projects to foster integration of MBW with the community.
- Longer-term projects analyzed programmatically in the Final EIS include potential reuse of the 1.56-acre Building 20 site, renovation of Building 9, and select landscaping and maintenance projects. The Final EIS provides as much information as currently available on these projects; however, there is currently not sufficient information to conduct detailed NEPA analysis of these projects that would occur beyond the 5-year planning horizon. Once these actions become sufficiently ripe for detailed analysis, additional NEPA analysis will be completed.

The Proposed Action does not include any change to the MBW mission or staffing levels.

Alternative 1 - Site A.

Under Alternative 1, the Marine Corps would acquire privately-owned land and a government-owned right-of-way (ROW) for the proposed BEQ Complex. Alternative 1, Site A, consists of 3.0 acres in Squares 929 and 930 and an approximate 340-foot segment of L Street between 8th and 9th Streets SE. The affected segment of L Street SE would be closed to vehicular and pedestrian traffic and street parking. For the purposes of the EIS, it is expected that the replacement BEQ Complex would be constructed within the L Street ROW, affecting the L'Enfant Plan viewshed.

Alternative 2 - Site B.

Under Alternative 2, the Marine Corps would acquire privately owned land and a government-owned ROW for the replacement BEQ Complex. Alternative 2, Site B, consists of 1.8 acres composed of privately owned land at Square 976 and an approximate 315-foot segment of the L Street ROW between 10th and 11th Streets SE.

Unlike Alternative 1, there would be no construction within the L Street ROW. This segment of L Street would be closed to vehicular traffic and on-street parking, but it would remain open for pedestrians. No structures would be constructed within the adjacent Virginia Avenue Park, and the park would remain open to public use. The segment of the ROW and the adjacent portion of Virginia Avenue Park are included within this site as a means of satisfying the AT/FP vehicular standoff distance, while also allowing public use to continue.

Alternative 3 - Site C.

Under Alternative 3, the Marine Corps would obtain appropriate real estate interest in a portion of the federally owned land at the SEFC for the proposed replacement BEQ Complex and a 3-story above ground parking structure. Alternative 3, Site C, is 2.1 acres composed of a portion of Square 853, bound by M Street SE to the north and Tingey Street SE to the south. Under an agreement with the General Services Administration (GSA) that was authorized by special legislation, Forest City legally controls the future development of the Southeast Federal Center (SEFC) that encompasses Site C. A future agreement with Forest City and GSA that would provide for the transfer of Site C to the Marine Corps/DON for the purpose of future development would be required in order for Site C to be selected. Under this alternative, the SEFC "The Yards" Redevelopment Master Plan would need to be revised.

Alternative 4 - Site D.

Under Alternative 4, the Marine Corps would establish a tenant site on 1.67 acres of federally owned land in the northern portion of Square 953, within the boundary of the Washington Navy Yard (WNY). The existing land use includes an administrative

building (Building 169) as well as tennis and basketball courts east of Building 169, all of which have been identified as areas for potential redevelopment in the WNY Master Plan (approved by NCPC on 6 November 2014). Also included is the parking lot south of Building 169 (16 spaces) and potentially a portion of Poor Street that connects Parsons Avenue and 10th Street SE. BEQ construction on this site would require the demolition of Building 169, which is currently occupied by MBW functions (MBW is a tenant to WNY at this site). The Marine Corps has determined that it does not have a long-term need for the Building 169 function. The existing below-grade parking at the Building 20 site would be retained.

Alternative 5 - Site E (Preferred and Chosen Alternative).

Under Alternative 5, the Marine Corps would use 0.55 acre of federally owned land at Site E, which consists of Squares 881 and 881W within the boundary of the MBW Annex. For the purposes of the EIS, it is expected that the replacement BEQ Complex construction would occur immediately to the north of Building 25. There would be no construction within the L'Enfant Plan viewsheds. The new facility would be sited close to Building 25 in order to preserve the L'Enfant Plan viewsheds. The existing below-grade parking at the Building 20 site would be retained.

No Action Alternative.

Under the No Action alternative, the proposed action would not be implemented and deficiencies noted below would not be remedied. The following would result from adopting the No Action Alternative:

- No replacement BEQ Complex would be constructed. The QOL and life safety of Marines living in Building 20 would continue to be negatively impacted; attainment of sustainability goals related

to EO 13693 would continue to be hindered; and operations and maintenance costs would be expected to increase as Building 20 ages. Non-compliance with AT/FP requirements and associated risks to personnel and property at Building 20 would persist.

- No interior renovations to Building 7 would occur. Substandard conditions would persist and worsen. Violations of the various DOD, Architectural Barriers Act, AT/FP, and other life-safety and fire UFCs, including International Building Code 2012 standards, would continue with the ongoing risk to personnel and property, along with a diminishing quality of workplace. Workspaces would not be optimized to support the mission.
- No projects to better integrate MBW with the community would occur. The MBW Annex gate at 7th and K Streets SE would not be improved and upgrades to building façades, fencing, and infrastructure would not occur. Facilities would not be improved, upgraded, or maintained to better integrate MBW with the surrounding neighborhood.
- No Building 20 or Building 20 site reuse would occur. Building 20 and the Building 20 site would remain dedicated to Marine Corps use as a BEQ Complex (including support facilities and parking) for the foreseeable future.

ENVIRONMENTAL IMPACTS: Impacts were assessed for the following resource areas: land use; transportation, parking, and circulation; cultural resources; socioeconomic and environmental justice; public health and safety; utilities and infrastructure; public services; noise; natural resources; and air quality. With implementation of Best Management Practices (BMPs) and Standard Operating Procedures (SOPs) described in the Final EIS, as well as adherence to the stipulations of the PA, implementation of the Preferred Alternative (Alternative 5) would have significant but mitigatable impacts to land use and cultural resources and no or less than significant impacts to transportation, parking, and circulation; socioeconomic and environmental justice; public

health and safety; utilities and infrastructure; public services; noise; natural resources; and air quality. A summary of impacts to land use and cultural resources is provided below:

Land Use - Impacts to land use would be considered significant, but minimized as practicable and in consultation with NCPC, DCOP, DC SHPO, other parties, and the public based on the stipulations of the PA. The height of the replacement BEQ Complex (7-10 stories depending on massing option chosen during the design phase) would potentially be inconsistent with existing zoning for building heights in the surrounding neighborhood.

Cultural Resources - The Marine Corps concluded that historic properties would be adversely affected with implementation of the preferred alternative. Accordingly, the Marine Corps developed a PA in consultation with the DC SHPO, NCPC, NPS, ACHP, ANC 6B, and CHRS to govern implementation of the Proposed Action. Based on the stipulations incorporated in the PA, impacts to resources listed or eligible for listing on the National Register of Historic Places would be less than significant and steps would be taken to avoid, minimize, or mitigate adverse effects on NRHP-listed or eligible cultural resources.

CUMULATIVE IMPACTS: Implementation of the Preferred Alternative, when considered in combination with other past, present, and reasonably foreseeable future actions identified in the Final EIS, will not result in significant cumulative impacts on the human environment. Many potential impacts are localized and are of relatively short duration. With the implementation of BMPs and SOPs described in the Final EIS, as well as the stipulations presented in the PA, cumulative impacts on land use; transportation, parking, and circulation; cultural resources; socioeconomics and environmental justice; public health and safety; utilities and infrastructure; public services; noise;

natural resources; and air quality resulting from implementation of the Preferred Alternative would be negligible.

MITIGATION MEASURES:

Projects comprising the chosen alternative will be designed and implemented using BMPs and SOPs listed in the Final EIS, as well as the stipulations presented in the PA that was developed in consultation with the DC SHPO, NCPC, NPS, ACHP, ANC 6B, and CHRS, in order to minimize impacts to the maximum extent practicable.

AGENCY COORDINATION: NCPC and the District Office of Planning (DCOP) - Washington, DC participated in the preparation of this EIS as Cooperating Agencies in accordance with the CEQ regulations (40 CFR 1508.5).

In September 2013 the Marine Corps invited the following agencies to serve as cooperating agencies for this EIS (see Final EIS Appendix C): NPS, NCPC, District Department of Transportation (DDOT) - Washington, DC, DCOP, District Department of Consumer and Regulatory Affairs - Washington, DC, District Department of the Environment (DDOE) - Washington, DC, District Department of Parks and Recreation (DPR) - Washington, DC, ANC 6B, and ANC 6D.

The NCPC and DCOP both signed a letter agreeing to serve as cooperating agencies and to specific roles and responsibilities for the lead and cooperating agencies (see Final EIS Appendix C). During the development of the EIS, Navy and Marine Corps representatives met with NCPC and DCOP representatives and these agencies reviewed and commented on internal working versions of the EIS. As the lead agency, the Marine Corps has met its obligations to the cooperating agencies, including routine and frequent coordination throughout the EIS process. The cooperating agencies have also fulfilled their obligations as stipulated in their agreement.

OTHER CONSULTATION: The NHPA Section 106 process was coordinated with the NEPA process. During scoping, the Marine Corps invited the NPS, NCPC, CHRS, Barracks Row Main Street, ANC 6B, and ANC 6D to be Section 106 consulting parties (see Final EIS Appendix B). The GSA, NCPC, and ANC 6B agreed to be consulting parties under Section 106 of the NHPA. Following the release of the Draft EIS, the CHRS accepted the invitation to be a consulting party. In addition, the National Park Service - National Capital Region (NPS - NCR) National Historic Landmarks Program Office, the NPS - NCR Office of Planning, Compliance and GIS, and the ACHP requested to serve as consulting parties. The Marine Corps honored these requests. Consulting party input was solicited during the public scoping period (6 September 2013 through 25 October 2013); during a meeting to discuss parking, Building 20, and a possible Alternative 5 (7 August 2014); during a Section 106 public meeting (1 December 2014) and associated comment period (1 December-31 December 2014); during a Draft EIS review teleconference (21 January 2015); during the public draft review period (10 April - 26 May 2015); and during a Section 106 meeting following the Draft EIS review and comment period (24 July 2015). Consulting party input was also solicited on the Draft PA outline (6 August 2015) and multiple versions of the Draft PA (10 September 2015, 17 June 2016, 17 June 2017, 17 August 2017, and 25 August 2017). In addition to input on the PA, consulting party input was solicited to develop and refine the massing options for Alternative 5 - Site E (Preferred Alternative) through email correspondence (late 2016 and early 2017) as well as meetings (13 October 2016 and 20 April 2017). The Marine Corps, DC SHPO, NCPC, NPS, ANC 6B, and CHRS signed the Final PA and it was executed on 2 October 2017, with the ACHP's signing of the agreement, concluding the Section 106 process. Per the stipulations presented in the PA, consulting party participation will continue during the design phase of the projects identified in the Final

EIS.

CONCLUSION: After careful consideration of the purpose and need for the Proposed Action, the analysis contained in the Final EIS, and comments received on the Draft and Final EIS from federal, state, and local agencies, non-governmental organizations, and individual members of the public, I have decided to proceed with Alternative 5, the Final EIS Preferred Alternative, which entails constructing the replacement BEQ Complex at Site E, as well as renovation and improvement projects to Building 7 at the Main Post, improvements to the MBW Annex gate at 7th and K Streets, and improvements to building facades, fencing, infrastructure, pedestrian amenities, and landscaping throughout the installation.

1/24/18

Date

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